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4 June 1974

MEMORANDUM FOR: Director of Central Intelligence
THROUGH : Deputy Director for Intelligence *Carroll*
SUBJECT : Difference in Content in OCI's Dailies

1. You have asked several times why a particular piece appears, or does not appear, in one of our three dailies. This is an attempt at a general answer, but it is not a simple one. We are producing these dailies for three different audiences, with three different sets of ground rules and three different production schedules. They will differ. The patterns are determined first by the laws that govern us, next by the frailties of human judgment, next by the necessity to protect sensitive sources, and finally--but not least--by the limitation on resources.

2. The general considerations which govern what piece goes in what daily are as follows:

a. The PDB. You have directed that we have a separate staff dedicated to "thinking about the President". We have, and it is responsible for determining the content of the PDB, but it is also working within the guideline that the President likes the PDB as it is. If they are to be so dedicated, they must select from the material available those items which they think are of special interest to the President, regardless of where they have otherwise appeared. On the other hand, they are producing a conventional intelligence publication, highly selective, and consisting of discrete items generated primarily by the flow of information. They should select out those items, however important, which they believe the President already knows or does not need to know today.

Classified by <u>005827</u>
Exempt from general declassification schedule of E. O. 11652, exemption category:
5B (1), <u>(2)</u> (3) or (4) (circle one or more)
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DATE IMPOSSIBLE TO DETERMINE
(unless impossible, insert date or event)

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b. The NID. The NID is produced for the "policy-making" audience, 40 to 50 officers at the NSC and Cabinet level. Their interests as a group are as broad as the President's, and as individuals they need more depth on individual subjects than he does. We can never select out on the grounds of prior knowledge, and the format provides plenty of room. The format also requires a departure from conventional concepts of what should be included. We have in fact transferred some of the responsibility for selection to the reader and can therefore give him a fuller cut of news stories, including those that appear in the Post and Times, as well as analytic and feature stories.

c. The NIB. The NIB goes by conventional rules. But the audience here is far wider--and far less important--than those of the PDB and NID. Its interests thus are even wider, but matter less. Moreover, another consideration comes in the fact that we have ceded full control. We will include marginal pieces simply because another agency has proposed them.

3. Within these guidelines, any number of other considerations go into the content of the three publications, and the problem of whether the reader can refer downward is not, in our operating environment, the most compelling of these. What do compel us are:

a. Classification and controls. A few things can be used only in the PDB and many can be used only in it and the NID. Sometimes less sensitive versions can be published at a lower level. Sometimes it is only a matter of time: a PDB piece today [redacted] can be published in the NID after further clearance. pub25X1

b. Coordination. The NIB by USIB understanding requires something approaching word-by-word coordination, the NID coordination is in substantive thrust only. This has a considerable effect on the editorial process. NIB coordination takes three times as much analyst time as NID. Often NIB coordination takes more time than the daily cycle permits. The NID editor must then decide whether to hold back a useful piece from his primary audience because it has not been cleared for his secondary one.

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c. Timing. Pages 2 and 3 of the NID go to bed at about the same time as the NIB, next go Pages 1 and 4 and the PDB goes last, the latter pair about two hours after the former pair. In that period, the editor must balance the desirability of printing new information against great selectivity in the PDB, complete coordination in the NIB, and makeup problems in the late stages of the NID. Barring major developments, he is likely to let the NIB stand and concentrate on the two more important audiences. Between these two, the unspoken competition with the commercial press and the fact that late stories are apt to be largely reportorial lead him to work primarily on the NID, knowing that the President gets his own press summary.

d. Makeup. The PDB format is flexible, but the concept is to be highly selective and short. The NID provides much more space, but becomes increasingly inflexible just before press time, when the addition of a late-breaking story means that some other story, of roughly the same length, must be pulled. This can mean that a piece, already set for the NIB and PDB, is relegated to overset for the next edition of the NID. The NIB format, on the other hand, can contain an unlimited amount of material if we let it, but USIB, in the agreed prospectus, called for about 10 items a day, this being their judgment of what the standard reader can take under routine circumstances.

e. Continuity. Since, under the circumstances already described, the three publications will regularly differ to some degree for reasons other than selectivity, it is necessary to pick up the pieces. It is necessary to write less sensitive continuity pieces on subjects that have been discussed earlier in detail at a higher classification. It is necessary to republish in the publications that go to bed early the late pieces or updates that have made only the late edition of the day before. It is often desirable to publish when space is available timeless pieces that were passed by for makeup or overload reasons. And occasionally when we see a piece in print we rethink our decision that it was not suitable for a higher audience.

4. The attachment examines in detail one day's production, and how these factors affect it.


RICHARD LEHMAN

Director of Current Intelligence

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Attachment: a/s

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Concur:

[Redacted]

Deputy Director for Intelligence

4 JUN 1974

Date

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Distribution:

Original and 1 - DCI
1 - DDCI
1 - [Redacted] (for info)
1 - DDI
1 - DDOCI
1 - ME/NID
1 - C/WHSS
1 - C/PS/OCI
1 - DOCI

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